

Message Text

CONFIDENTIAL

PAGE 01 BERLIN 05467 081754Z
ACTION EUR-12

INFO OCT-01 ISO-00 EURE-00 CIAE-00 DODE-00 PM-04 H-01
INR-07 L-03 NSAE-00 NSC-05 PA-01 PRS-01 SP-02 SS-15
USIA-06 IO-13 ACDA-07 OMB-01 TRSE-00 VO-03 SCA-01
PPT-01 /084 W

-----081756Z 074865 /43

P R 081615Z MAR 77
FM AMEMBASSY BERLIN
TO SECSTATE WASHDC PRIORITY 4268
INFO AMEMBASSY BONN
AMEMBASSY LONDON
AMEMBASSY MOSCOW
AMEMBASSY PARIS
AMEMBASSY WARSAW
USMISSION USBERLIN UNN
AMCONSUL LENINGRAD

C O N F I D E N T I A L BERLIN 5467

E.O.11652: GDS
TAGS: PFOR, PBOR, GE, GW, WB, OTRA, AFSP
SUBJECT : RAIL TRAVEL VIA EAST BERLIN/WEST BERLIN

REF: A) STATE 047767; B) MOSCOW 2655 NOTAL; C) WARSAW 1397
NOTAL; D) USBERLIN 0650 NOTAL; E) POLANSKY LETTER TO JKORNBLUM,
EUR/CE 2/28/77, POUCH REGISTRY 3080129 NOTAL V F) BERLIN
5217 G) BONN 4004.

1. WE ASSOCIATE OURSELVES WITH THE CONCERN OTHER ADDRESSEES
HAVE EXPRESSED FOR WARSAW AND MOSCOW STAFF AND DEPENDENTS IN
SOME OF THE REFERENCED MESSAGES. WE WELCOME THE CHANCE TO
COMMENT ON THIS PROBLEM GIVEN IN REF A.

2. THE VARIOUS ARGUMENTS ABOUT THE CONSEQUENCES OF BOTH
ESTABLISHING RELATIONS WITH THE GDR, WITH OUR EMBASSY IN EAST
BERLIN, AND DEFENDING THE STATUS OF BERLIN, CITED IN SOME OF
THE REFERENCES, DEMONSTRATE AGAIN THAT OUR BERLIN POLICY
CONFIDENTIAL

CONFIDENTIAL

PAGE 02 BERLIN 05467 081754Z

IS UNIQUE, INTER ALIA, BECAUSE IT INVOLVES SO MANY
ANOMALIES. OUR IMPRESSION IS THAT THE SOVIETS AND THE
EAST GERMANS TRY TO EXPLOIT THESE ANOMALIES TO STRIP AS
MUCH OF THE SUBSTANCE OF US POSITION AWAY AS POSSI-
BLE.

3. USBERLIN AND THE DEPARTMENT HAVE EACH OFFERED A PRACTI-

CAL SUGGESTION ON HOW TO FACILITATE OUR EASTERN EUROEPAN COLLEAGUES WHILE MAINTAINING BERLIN POLICY. USBERLIN RECOMMENDS CONSIDERATION BE GIVEN TO LIFTING THE BAN ON USE OF TOURIST PASSPORTS. THE DEPARTMENT SUGGESTS WE MIGHT DISTINGUISH BETWEEN GDR CONTROLS AT SECTOR-SECTOR CROSSING POINTS ON PERSONNEL/DEPENDENTS CONNECTED WITH BERLIN AND THOSE WHO ARE NOT, WITH THE LATTER PERHAPS BEING VIEWED AS LESS DANGEROUS TO BERLIN'S STATUS AND US RIGHTS, AND PRESUMABLY, POSSIBLY ACCEPTABLE.

4. AS CONCERNED AS WE ARE WITH THE DIFFICULT CIRCUMSTANCES OF OUR EASTERN EUROEPAN COLLEAGUES, WE THINK AFTER CAREFUL STUDY THAT BOTH PROPOSALS WOULD INVOLVE UNACCEPTABLE RISKS OR STEPS. EITHER WAY, IT WOULD INVOLVE US OFFICIALS AND DEPENDENTS ACCEPTING GDR CONTROLS. WITH DIPLOMATIC OR OFFICIAL PASSPORTS, WE WOULD BE HOPING THAT LETTING THE GDR CONTROL OUR PEOPLE FROM EASTERN EUROPE WITHIN BERLIN WOULD NEITHER COMPROMISE BERLIN STATUS NOR SUBJECT OUR PEOPLE TO FURTHER CONTROLS BY THE GDR. WE SEE NOTHING IN THE RECORD WHICH JUSTIFIES THAT HOPE. THEY WOULD MORE LIKELY FOLLOW UP THAT INCH WHICH WE HAD VOLUNTARILY GIVEN TO THEM WITH FURTHER PROBES THAT WOULD BE DIFFICULT TO RESIST ONCE WE HAD ACTUALLY LET THEM STAMP OFFICIAL OR DIPLOMATIC PASSPORTS AT A SUPPOSED STATE BOUNDARY WITHIN BERLIN. TOURIST PASSPORT TRAVEL BY OUR PEOPLE IN EASTERN EUROPE WOULD GIVE AWAY EVEN THE THIN PROTECTION AFFORDED BY DIPLOMATIC/OFFICIAL PASSPORTS UNDER THE DEPARTMENT'S PROPOSAL.

CONFIDENTIAL

CONFIDENTIAL

PAGE 03 BERLIN 05467 081754Z

5. WE ARE IMPRESSED BY THE IMAGINATIVE AND INNOVATIVE SUGGESTIONS IN PARAGRAPHS 8 AND 9 OFFERED IN BONN'S 04004. HOWEVER, THEY DEAL WITH RESOURCES NOT UNDER EMBASSY BERLIN'S CONTROL AND WE THEREFORE LEAVE IT TO USBERLIN AND THE DEPARTMENT TO COMMENT ON THEIR FEASIBILITY.

6. WE HAVE CONSIDERED THE PLIGHT OF OUR COLLEAGUES IN EASTERN EUROPE FOR SOME TIME IN THE GENERAL CONTEXT OF OUR BERLIN POLICY. IN REF E, WE RECOMMENDED ANOTHER COURSE OF ACTION TO THE DEPARTMENT. THIS WAS A CONCERTED EFFORT TO OBTAIN, AT LEAST, FOR DIPLOMATIC PASSPORT BEARERS, UNCONTROLLED (BY THE GDR) PASSAGE ACROSS THE SECTOR-SECTOR DIVIDING LINE ON EAST/WEST TRAINS. THIS PROCESS COULD BEGIN BY SENDING AN EASTERN EUROEPAN BASED US DIPLOMAT THROUGH TO WEST BERLIN ON SUCH A TRAIN WITH FIRM INSTRUCTIONS NOT TO PERMIT GDR PSSPORT CONTROLS AT OR NEAR THE SECTOR-SECTOR DIVIDING LINE.

WE ENVISAGE SUCH AN OFFICER, PREFERABLY GERMAN SPEAKING, ASSIGNED TO WARSAW OR MOSCOW, OBTAINING A GDR VISA (TRANSIT, BECAUSE GHE GDR WILL BE CROSSED, NOT VISITED) SUBMITTING TO BORDER CONTROLS AT THE POLISH GDR BORDER, BUT REFUSING TO DO SO AT THE SECTOR-SECTOR LINE. (OUR PROPOSAL WOULD HAVE HAD AN OFFICER OF THIS EMBASSY PREVIOUSLY RAISE SEVERAL PRIOR CASES OF STAMPING WITH THE GDR MFA CONSULAR DEPARTMENT WITH THE REQUEST THAT " ERRONEOUS STAMPING" NOT BE PERFORMED IN THE FUTURE; THIS COULD BE MODIFIED IN ACCORDANCE WITH PARA 8 OF BONN'S 04004).

7. THE GDR WOULD EITHER HAVE TO FISH OR CUT BAIT. WE ARE INCLINED TO BELIEVE THAT THEY MIGHT GIVE IN. AT LEAST, WE SHOULD TRY TO MAINTAIN OUR BERLIN RIGHTS. IF IT WERE NOT TO SUCCEED, IT WOULD STILL BE POSSIBLE TO FALL BACK TO CONSIDERING THE VARIOUS PROPOSALS RAISED
CONFIDENTIAL

CONFIDENTIAL

PAGE 04 BERLIN 05467 081754Z

IN A NUMBER OF THE REFERENCES HERE. WE WOULD BE NO WORSE OFF THAN AT PRESENT. WE RECOMMEND THAT CONSIDERATION BE GIVEN BY THE DEPARTMENT TO SUCH AN " OPERATION TRAVEL SERVICE" AND WOULD APPRECIATE COMMENT BY ADDRESSEES ON SUCH A PROPOSAL.
POLANSKY

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Message Attributes

Automatic Decaptioning: X
Capture Date: 01-Jan-1994 12:00:00 am
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: POLICIES, DIPLOMATIC PERSONNEL, PERSONNEL TRAVEL, BERLIN QUADRIpartite MATTERS, RAIL TRANSPORTATION, BORDER CONTROLS, STATUS OF BERLIN
Control Number: n/a
Copy: SINGLE
Sent Date: 08-Mar-1977 12:00:00 am
Decaption Date: 01-Jan-1960 12:00:00 am
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 22 May 2009
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1977BERLIN05467
Document Source: CORE
Document Unique ID: 00
Drafter: n/a
Enclosure: n/a
Executive Order: GS
Errors: N/A
Expiration:
Film Number: D770079-1002
Format: TEL
From: BERLIN
Handling Restrictions: n/a
Image Path:
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Legacy Key: link1977/newtext/t19770384/aaaacvrz.tel
Line Count: 145
Litigation Code IDs:
Litigation Codes:
Litigation History:
Locator: TEXT ON-LINE, ON MICROFILM
Message ID: d83a81bc-c288-dd11-92da-001cc4696bcc
Office: ACTION EUR
Original Classification: CONFIDENTIAL
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 3
Previous Channel Indicators: n/a
Previous Classification: CONFIDENTIAL
Previous Handling Restrictions: n/a
Reference: 77 STATE 47767, 77 MOSCOW 2655, 77 WARSAW 1397
Retention: 0
Review Action: RELEASED, APPROVED
Review Content Flags:
Review Date: 02-Feb-2005 12:00:00 am
Review Event:
Review Exemptions: n/a
Review Media Identifier:
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
SAS ID: 3181980
Secure: OPEN
Status: NATIVE
Subject: RAIL TRAVEL VIA EAST BERLIN/WEST BERLIN
TAGS: PFOR, PBOR, OTRA, AFSP, GC, GE, WB
To: STATE
Type: TE
vdkgvkey: odb://SAS/SAS.dbo.SAS_Docs/d83a81bc-c288-dd11-92da-001cc4696bcc
Review Markings:
Margaret P. Grafeld
Declassified/Released
US Department of State
EO Systematic Review
22 May 2009
Markings: Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 22 May 2009